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February 8, 2018


The Honorable Mike Pence
The President of the Senate

The Honorable Paul D. Ryan
The Speaker of the House of Representatives

Sirs:

I have the honor to transmit herewith the Annual Report of the U.S. Government Publishing Office (GPO) for the fiscal year ending September 30, 2017. The report contains the results of an audit of GPO's financial statements conducted by an independent accounting firm.

Respectfully submitted,

A handwritten signature in black ink that reads "Jim Bradley". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

JIM BRADLEY
Acting Director
U.S. Government Publishing Office

A Message from the Acting Director



Under the leadership of Director Davita Vance-Cooks, the U.S. Government Publishing Office (GPO) posted another year of solid gains in FY 2017.

GPO began the year by supplying more than 40 types of products, including tickets, programs, and secure law enforcement credentials, to the Joint Congressional Committee on Inaugural Ceremonies for the inauguration of President Donald J. Trump and Vice-President Elect

Mike Pence. We produced the 2016 edition of the Plum Book for the use of the new Administration.

Following the inauguration, we produced *America First: A Budget Blueprint to Make America Great Again*, an overview of the President's budget priorities for FY 2018, and later the *Budget of the United States Government, FY 2018* itself. We printed some 65,000 copies of the official portraits of the President and Vice President for installation in more than 1,600 Federal buildings managed by the General Services Administration, military installations, and other Federal facilities, and for sale to the public.

At the opening of the 115th Congress, GPO deployed a beta system for the digital composition of congressional bills to the offices of the Clerk of the House and the Secretary of the Senate. This was the first rollout of our ongoing Composition System Replacement Project (CSR), an XML-based system we are developing to replace our aging MicroComp automated composition system used for all congressional work. We continued a project to convert a subset of key legislative documents, including enrolled bills, public laws, and the Statutes at Large, into United States Legislative Markup (USLM) language, the internationally-recognized XML information model designed to represent the legislation of the United States.

Late in the year, we completed the digitization of all historical issues of the *Congressional Record* back to the first one in 1873, a project we carried out jointly with the Library of Congress.

The *Record* is now publicly accessible free of charge on our **govinfo** digital information system (at **govinfo.gov**).

We continued to modernize GPO's Plant Operations business unit in FY 2017. We installed the second of two new automated binding lines, improving productivity for congressional products, and were honored to receive the 2017 In-plant Innovator Award, sponsored by *In-Plant Graphics* magazine, for our continuing efforts to bring more efficiency to our production operations serving Congress and Federal agencies.

GPO made several advances for Federal agencies during FY 2017. We partnered with the Office of the Federal Register (OFR) to make every issue of the *Federal Register* dating back to the inception of that document in 1936 digitally available for the public. By the end of the year we had digitized all issues back to 1970, where they are now publicly available free of charge on **govinfo**.

We renovated more than 17,000 square feet of space in our buildings to house both the OFR and the National Archives and Records Administration's Office of Government Information Services (OGIS), and these staffs subsequently moved in. We continued work, in collaboration with NARA, on renovating space to house



Deputy Managing Director of Plant Operations Greg Estep, Director Davita Vance-Cooks, Managing Director of Plant Operations John Crawford, and OMB Director Mick Mulvaney watch the 2018 Budget being produced.

NARA's congressional documents archive. This project is supported by the Clerk of the House and the Secretary of the Senate.

On behalf of Federal agencies, GPO procured nearly \$340 million worth of printing and other information products, representing about 82,750 orders, from thousands of private sector print vendors in FY 2017. These included nearly 43 million copies of Medicare and You handbooks for the Department of Health and Human Services. Our longstanding partnership with the American printing industry obtains products and services at the lowest possible cost, providing taxpayers with the greatest value for their Government printing dollar while at the same time generating small business jobs nationwide.

In FY 2017, we produced more than 22.5 million U.S. passports for the State Department, and continued with equipment installation and testing, as well as facility changes, in support of the planned Next Generation Passport. We also continued production of secure credential cards for Federal agencies, many of which feature digital components.

GPO's job of publishing Government documents includes making them available to the public in both digital and print formats to *Keep America Informed*. We

accomplish this task through a partnership with 1,143 public, academic, and other libraries across the country designated as depositories for Federal publications, which provide free local access to Government publications, and through **govinfo**, which today provides free public access to digital versions of more than 2.2 million Federal titles. During FY 2017, GPO distributed more than 900,000 copies of 4,200 titles to depository libraries nationwide, and our online service averaged 45 million document retrievals each month.

Oversight hearings on GPO conducted by the Committee on House Administration during FY 2017 included a focus on the statutory provisions of Title 44, U.S.C., that govern the Federal Depository Library Program. Director Vance-Cooks proposed revising these laws so that GPO can administer the program more effectively in the digital age and participating libraries can have more flexibility in how they serve their communities. Legislation was under development by the end of the year.

FY 2017 saw two notable publications issued by GPO. Early in the year we released the 2016 edition of GPO's *Style Manual*, the 31st edition of this enduringly popular guide. We also produced a new photo history of the agency, *Picturing the Big Shop*, a collection of

200 images of GPO through the years, many of which have never before been published. GPO's official history, *Keeping America Informed*, now in its second edition, was named a Notable Document by the American Library Association's Notable Documents Panel during the year, and our history program



Acting Director Jim Bradley inspects the production of the official photo portraits of President Trump and Vice President Pence.

itself won the American Printing History Association's Institutional Award for 2017 for its work in "preserving and documenting the agency's history and making its resources available to the public through presentations and exhibitions."

The financial results of GPO's operations were successful in FY 2017. Revenue totaled \$874.3 million and resulted in a net operating income of \$38.3 million, net of funds set aside for passport-related capital investments and funds resulting from a downward adjustment to GPO's long-term workers' compensation liability under the Federal Employees Compensation Act (FECA). For the 21st year in a row, we received an "unmodified," or clean, opinion on our financial statements from an outside, independent auditor. GPO's financial success for FY 2017 included the submission of a flat funding request to Congress for FY 2018, the third such request in a row. We have just submitted another flat funding request for FY 2019.

Director Davita Vance-Cooks departed Federal service in early FY 2018. She left behind a legacy of achievement at GPO that drew bipartisan recognition and praise on Capitol Hill.

Her service will be remembered best by the men and women whom she led, and to whom she dedicated her efforts to make GPO a "best place to work." In 2017, these efforts were recognized when GPO was honored with a W. Edwards Deming Award for innovation in employee engagement by the Graduate School USA for our Leadership Evaluation and Development (LEAD) program. The LEAD Program is empowering the next generation of GPO leaders by developing the skills and tools to lead themselves, individuals, and teams. More than 300 employees have graduated from this program over the past few years.

Above all, throughout her tenure Director Vance-Cooks was determined to ensure GPO has a place in the future, so that its talented and dedicated employees can continue their important work of *Keeping America Informed*. As the following pages show, theirs is a record of achievement and progress in FY 2017.


JIM BRADLEY
Acting Director
U.S. Government Publishing Office

February 2018



Acting Chief of Workforce Development Stewart Lane presents Chief Human Capital Officer Dan Mielke with the prestigious W. Edwards Deming Award, recognizing the agency's innovative Leadership Evaluation and Development (LEAD) program. Over the past six years more than 300 GPO employees have gained leadership skills and tools through this program.

The U.S. Government Publishing Office (GPO), a legislative branch agency, is the OFFICIAL, DIGITAL, SECURE resource for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the Federal Government.

Under Title 44 of the U.S. Code, GPO is responsible for the production and distribution of information products for all three branches of the Government, including the official publications of Congress and the White House, U.S. passports for the Department of State, and the official publications of other Federal agencies and the courts. Once primarily a printing operation, we are now an integrated publishing operation and carry out our mission using an expanding range of digital as well as conventional formats. In 2014, Congress and the President recognized this change in P.L. 113-235, which contains a provision re-designating GPO's official name as the Government *Publishing* Office. At the end of FY 2017, we employed approximately 1,740 staff.

Along with sales of publications in digital and tangible formats to the public, we support openness and transparency in Government by providing permanent public access to Federal Government information at no charge through our Federal Digital System (FDSys, at www.fdsys.gov) and its successor system govinfo (www.govinfo.gov), which in December 2017 moved out of beta. Today these systems make more than 2.2 million Federal titles available online from both GPO and links to servers in other agencies. In 2017, FDSys averaged 45 million retrievals per month. We also provide public access to Government information through partnerships with 1,143 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program (FDLP).

In addition to a newly redesigned website, gpo.gov, we communicate with the public routinely via Facebook [facebook.com/USGPO](https://www.facebook.com/USGPO), Twitter twitter.com/USGPO, YouTube [youtube.com/user/gpoprinter](https://www.youtube.com/user/gpoprinter), Instagram [instagram.com/usgpo](https://www.instagram.com/usgpo), LinkedIn [linkedin.com/company/u.s.-government-printing-office](https://www.linkedin.com/company/u.s.-government-printing-office), and Pinterest [pinterest.com/usgpo/](https://www.pinterest.com/usgpo/).

History From the Mayflower Compact to the Declaration of Independence and the papers leading to the creation and ratification of the Constitution, America is a nation based on documents, and our governmental tradition since then has reflected that fact. Article I, section 5 of the Constitution requires that “each House shall keep a journal of its proceedings and from time to time publish the same,” establishing Congress’s informing mission that GPO carries out today. After years of struggling with various systems of contracting



As the U.S. marked the 100th anniversary of entering World War I, a piece of history was on display at GPO. This Linotype was part of the headquarters of General John J. Pershing, commander of American forces, and was used to produce military orders. After the war, the Linotype was shipped to GPO and was used nearly four more decades in the GPO Apprentice School.



Released by GPO in 2017, *Picturing the Big Shop* is a collection of 200 photos, including many that have never before been published, comprising the historical record of everyday life at the agency from 1900 to 1980. This “family album” provides, in black and white and sepia, a revealing look at the equipment, the buildings, and the working lives of the men and women who through the years helped carry out GPO’s mission of *Keeping America Informed*.

for printed documents that were beset with scandal and corruption, in 1860 Congress created the Government Printing Office as its official printer. GPO first opened its doors for business on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President.

Since that time, GPO has produced and distributed the official version of every great American state paper and an uncounted number of other Government publications, documents, and forms. These documents include the Emancipation Proclamation, the legislative publications and acts of Congress, Social Security cards, Medicare and Medicaid information, census



Attendees at a first shift town hall meeting.

forms, tax forms, citizenship forms, passports, military histories ranging from the *Official Records of the War of the Rebellion* to the latest accounts of our forces in Afghanistan, the 9/11 Commission Report, Presidential inaugural addresses, and Supreme Court opinions. This work goes on today, in digital as well as print formats.

Strategic Vision GPO continues to transform itself from a print-centric to a content-centric publishing operation. This process is consistent with the recommendations submitted by the National Academy of Public Administration to Congress (*Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*, January 2013) regarding our transition to a digital future.



Employee engagement has been a primary feature of GPO management in recent years. Throughout her term as Director, Davita Vance-Cooks conducted town hall meetings with GPO's employees once a quarter on each of the agency's three shifts to brief them on GPO operations, review the status of the agency's finances, discuss new and ongoing initiatives, and answer questions.

GPO continues to develop an integrated, diversified product and services portfolio that focuses primarily on digital. At the same time, we recognize that some tangible print will continue to be required because of official use, archival purposes, authenticity, specific industry requirements, and segments of the population that either have limited or no access to digital formats, though its use will continue to decline relative to the continued growth in the provision of and access to digital formats.

Strategic Plan Our strategic plan, which is available for public review at <https://www.gpo.gov/who-we-are/our-agency/mission-vision-and-goals>, is built around four goals: satisfying our stakeholders, offering products and services, strengthening our organizational foundation, and engaging our workforce. The plan provides the blueprint for how GPO will continue to achieve its mission of *Keeping America Informed* with an emphasis on being OFFICIAL, DIGITAL, SECURE. GPO's senior managers convene at the beginning of each fiscal year to review the plan and approve it before it is issued.

Our customers are involved in the digital world and understand technological change. Accordingly, it is important that we foster an environment that embraces change and innovation, which leads to new ways of thinking, new work processes, and the development of new products and services for our customers. Tangible printing at GPO is being supplanted by an exponential growth in digital requirements by Congress and Federal agencies. Moreover, the public — including the library and Government information user communities — has signaled its strong desire for increased access to Government information digitally.

In transforming the way we do business, we are focusing on managing content for customer and public use both today and tomorrow. GPO uses its extensive experience and expertise with digital systems to provide both permanent public access to Government information in a variety of formats and the most efficient and effective means for printing when required, all within a secure setting that is responsive to the customer's needs.

Technology Transformation GPO has transformed itself throughout its history by adapting to changing technologies. In the ink-on-paper era, this meant moving from hand-set to machine typesetting, from slower to high-speed presses, and from hand to automated bookbinding. These changes were significant for their time.

Yet those changes pale by comparison with the transformation that accompanied our incorporation of electronic information technologies, which began in 1962 when the Joint Committee on Printing directed the agency to implement a new system of computer-based composition. That order led to the development of GPO's first electronic photocomposition system, which by the early 1980's had completely supplanted machine-based hot metal typesetting. Following the enactment of the GPO Electronic Information Access Enhancement Act in 1993 (P.L. 103-40), the databases generated by our composition system were uploaded to the internet via GPO's first website, *GPO Access*, vastly expanding the agency's information dissemination capabilities. Those functions continue today with FDsys and **govinfo** on a more complex and comprehensive scale.

While transforming to an increasingly digital footing, we continue to provide an array of printing services to support the needs of Congress, Federal agencies, and the public, and we are retooling our print operations to take advantage of the efficiencies provided by modern equipment. In FY 2015, we put into operation our new zero make-ready (ZMR) press to support congressional and Federal agency publishing requirements, and as a result were able to reduce the cost of producing congressional hearings.



In October, Architect of the Capitol (AOC) Stephen Ayers welcomed Director Vance-Cooks to the AOC's supervisory symposium as the event's keynote speaker. Director Vance-Cooks spoke about the strategies of leading GPO through technology changes during the last five years.



Director Vance-Cooks talks with Roll Call's Jason Dick for an upcoming story about her leadership at GPO. The story appeared in the April 3, 2017, issue.

In FY 2017, we completed the installation of new perfect binding lines to increase the speed and reduce the cost of binding operations. We also began developing plans for the replacement of the large newspaper presses that have been used to produce the *Congressional Record* and the *Federal Register* with smaller, more flexible digital presses, and we will proceed with this procurement in FY 2018. We are continually reviewing product and equipment options to ensure that our publishing activities are conducted with the best technologies available.

As a result of these sweeping technology changes — digital products, equipment, and processes — GPO is now fundamentally different from what it was as recently as a generation ago. It is smaller, leaner, and equipped with digital production capabilities that are the foundation of the information systems relied upon daily by Congress, Federal agencies, and the public to ensure open and transparent Government in the digital era. As we prepare for the Government information environment and technology challenges of the future, our transformation is continuing with the development of new ways for delivering Government information.



GPO's oversight committee, the Joint Committee on Printing, held its organizing meeting for the 115th Congress in April. (Left to right:) Senators Wicker, Klobuchar, and Shelby (Chairman), Reps. Harper, Brady, and Walker. Other Committee members not pictured: Senators Roberts and Udall, and Reps. Rodney Davis (Vice-Chairman) and Raskin.

GPO and Congress

For the Clerk of the House, the Secretary of the Senate, and the committees of the House and the Senate, GPO publishes the documents and publications required by the legislative and oversight processes of Congress in digital and tangible formats. These include the daily *Congressional Record*, bills, reports, legislative calendars, hearings, committee prints, and documents, as well as stationery, franked envelopes, memorials and condolence books, programs and invitations, phone books, and the other products needed to conduct the business of Congress. We produce all the printing work required every four years by the Joint Congressional Committee on Inaugural Ceremonies. We also detail expert staff to support the publishing requirements of House and Senate committees and congressional offices, such as the House and Senate Offices of Legislative Counsel. We work with Congress to ensure the provision of these services under any circumstances, including emergency weather and other conditions.

Today the activities associated with creating congressional information databases comprise the majority of the work funded by GPO's annual Congressional Publishing Appropriation. Our advanced digital authentication system, supported by public key infrastructure (PKI), is an essential component for assuring the digital security of congressional publications. The databases we build are made available for providing access to congressional publications in digital formats as well as their production in tangible formats.

GPO's congressional information databases also form the building blocks of other information systems supporting Congress. For example, they are provided directly to the Library of Congress to support its **Congress.gov** system as well as the legislative information systems the Library makes available to House and Senate offices. We work with the Library to prepare summaries and status information for House and Senate bills in XML bulk data format. We also work with the Library on a variety of digital projects supporting Congress to make congressional information more widely accessible, including the digitization of historical issues of the *Congressional Record*, a project which was completed in early FY 2018.

GPO Cuts the Cost of Congressional Work

GPO's use of electronic information technologies has been the principal contributor to lowering the cost, in real economic terms, of congressional information products. In FY 1980, as GPO replaced hot metal typesetting with electronic photocomposition, the appropriation for Congressional Publishing was \$91.6 million, the equivalent in today's dollars of \$290.4 million. By comparison, our approved funding for FY 2017 was \$79.7 million, a reduction of more than 72% in constant dollar terms.

Since 2010, we have achieved a 25% reduction in the constant dollar value of the Congressional Publishing Appropriation, consistent with the continuing transformation of our technology profile, the control of costs, and collaboration with Congress in carrying out measures reducing print distribution in meeting the information needs of the Senate and House of Representatives.

Annual appropriations for Congressional Publishing have been at or below \$79.7 million in each year FY 2014-18.

Congressional Publishing Appropriation FY 1980-2017

Fiscal Year	Appropriation	In Constant Dollars
1980	\$ 91.6 million	\$ 290.4 million
1985	94.0 million	219.8 million
1990	74.1 million	143.5 million
1995	84.7 million	139.0 million
2000	73.3 million	107.1 million
2005	88.1 million	113.9 million
2010	93.8 million	106.8 million
2015	79.7 million	84.1 million
2017	79.7 million	79.7 million

Productivity increases resulting from technology have enabled us to make substantial reductions in our staffing requirements while continuing to improve services for Congress. In 1980, total GPO employment was 6,450. At the end of FY 2017, we had 1,740 employees on board, representing a reduction of 4,710, or more than 73%, since 1980. Our workforce levels over the past three years remain the smallest of any time in the past century.

GPO Employment FY 1980-2017

Fiscal Year	Headcount
1980	6,450
1985	5,383
1990	4,977
1995	3,956
2000	3,139
2005	2,344
2010	2,284
2015	1,726
2017	1,740

Highlights of FY 2017 Congressional Work GPO worked with the Joint Congressional Committee on Inaugural Ceremonies to produce printed materials for the 58th Presidential Inauguration, involving President-elect Donald J. Trump and Vice President-elect Mike Pence. The process took approximately a year for GPO employees to design and produce nearly 40 types of material including tickets, invitations, stationery, program packet kits, parking passes, maps, signs, and secure access credentials. GPO used security design and printing techniques to produce more than 250,000 tickets and more than 12,000 secure access credentials for the Inauguration.



Patricia Sheppard, Press Operator; Michael Stone, Head Offset Pressperson; and Daniel Ramey, Jr., Lead Printing Services Specialist, and Cathy Devinney, Chief Manager, both from GPO's Congressional Publishing Services Office, were among the many GPO staff who worked to produce printed materials for the Presidential inauguration.



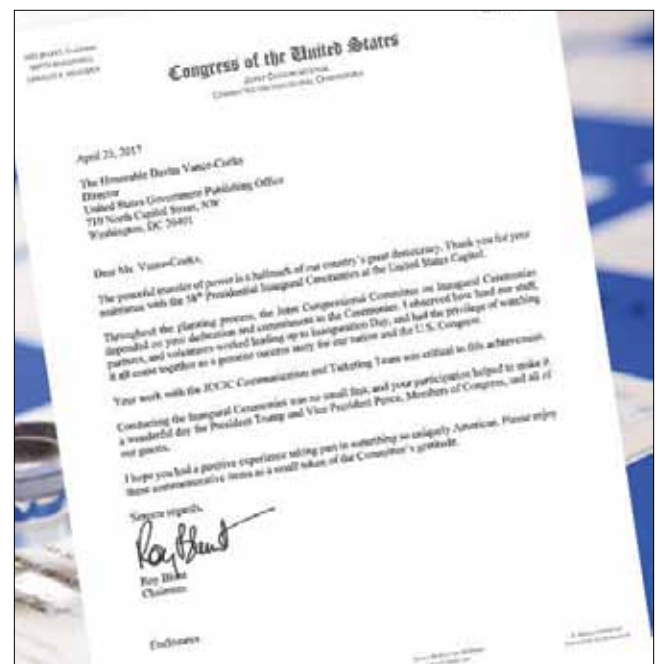
Rep. Jamie Raskin, a Member of the Joint Committee on Printing, toured GPO in September with Chief of Staff Andy Sherman.

Prior to the Inauguration, GPO made *United States Policy and Supporting Positions* available in print, online, and as an app. Popularly known as the Plum Book, this publication lists more than 9,000 Federal civil service leadership and support positions in the executive and legislative branches that may be subject to noncompetitive appointment. With the transition of govinfo out of beta in late 2017, GPO's mobile apps were retired in order to provide a more consistent and mobile friendly experience for all users. The Plum Book is published by the House Oversight and Government Reform Committee and the Senate Committee on Homeland Security and Governmental Affairs alternately after each Presidential election. First issued in 1952 at the beginning of the Eisenhower Administration, the Plum Book was next published following the 1960 Presidential election and has been published following every Presidential election since that time.

In support of the Legislative Branch Bulk Data Task Force, GPO, the Clerk of the House, the Secretary of the Senate, and the Office of the Federal Register continued work on a project to convert a subset of key legislative documents, including enrolled bills, public laws, and the Statutes at Large, into United States Legislative Markup (USLM). USLM is an internationally recognized XML information model designed to represent the legislation of the United States Congress. It is designed to semantically and structurally describe legislative and legal documents in a machine-readable format.

During the year, GPO also continued development of a new XML-based automated composition system to replace our aging proprietary MicroComp system known as the Composition System Replacement (CSR) project. At the opening of the 115th Congress in January 2017, we began deploying a beta system for the composition of congressional bills to the offices of the Clerk of the House and the Secretary of the Senate. The CSR team worked closely with House and Senate staff to ensure that CSR integrates seamlessly with specific authoring environments that are currently utilized for bills.

As we have noted before, making Government information available in XML permits data to be reused and repurposed not only for print output but for conversion into eBooks, mobile web applications, and other forms of content delivery, including data mashups and other analytical tools by third party providers, which contributes to openness and transparency in Government. In addition to the files made available through our Bulk Data Repository, we ensure the authenticity of all information by making available digitally signed copies in PDF format, which is the official, authentic version that matches the printed document. Additionally, we are now a regular participant and presenter at the House Legislative Data and Transparency Conference, along with staff from other legislative branch agencies, data users, and transparency advocates.



Senator Roy Blunt, Chairman of the Joint Congressional Committee on Inaugural Ceremonies, thanked GPO employees for producing materials for January's Inauguration of President Trump and Vice President Pence.



In July, Rep. Rodney Davis, Vice Chairman of the Joint Committee on Printing, visited GPO. Plant Operations Deputy Managing Director Greg Estep and Assistant Manager Press/Plate Division Marsha McRae talked with him about the agency's investments and modernization of production equipment.

During the year, GPO issued successive releases of the digitized *Congressional Record*, completing this project in early FY 2018 with the final release of the digitized files for 1873, the first year the *Record* was produced by GPO. With the completion of this project, GPO will now move on to the digitization of other historical congressional documents, including hearings.

In the spring of 2017, we installed the second of two new high-efficiency Muller Martini adhesive binding lines, which is now used to bind printed copies of the *Congressional Record* as well as other products. The equipment completes the replacement of three binding lines installed more than 30 years ago, improving productivity and freeing up Plant production space for other uses. Planning also continued for the replacement of three large newspaper-style web presses used for the production of the *Congressional Record* and business calendars with smaller, more flexible digital presses. The procurement for this equipment will be initiated in FY 2018.

In May 2017, GPO received the In-plant Innovator Award for its modernization initiatives at the In-plant Innovators Conference, sponsored by NAPCO and *In-plant Graphics* magazine. Held at GPO, the

conference attracted industry leaders from around the country to discuss emerging trends and opportunities in digital printing and publishing. GPO was named an innovator for its continued efforts to bring more efficiency to the agency's production operations for Congress and Federal agencies.

Additionally, GPO's Plant Operations was re-certified for meeting sustainable environmental standards by the Sustainable Green Printing Partnership (SGP), a non-profit organization. This was the GPO's third certification since 2012. SGP-certified printers are held to rigorous standards and go through a months-long process where each aspect of their business is evaluated. Certification shows the printer is achieving energy savings, waste reduction, emission reduction, and reduced resource consumption. GPO has been carrying out modernization initiatives to make the agency more efficient and environmentally sustainable. Some of those initiatives have included installation of new bindery equipment and a zero make-ready (ZMR) press to reduce waste paper and energy consumption; a pre-press waste chemical discharge treatment unit; improvements to reduce electrical consumption; and continuing to recycle paper, aluminum, and metals.

GPO by the Numbers FY 2017

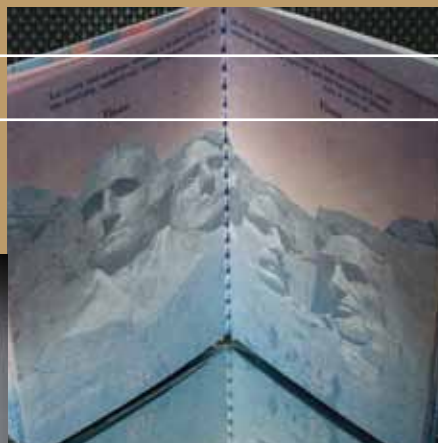


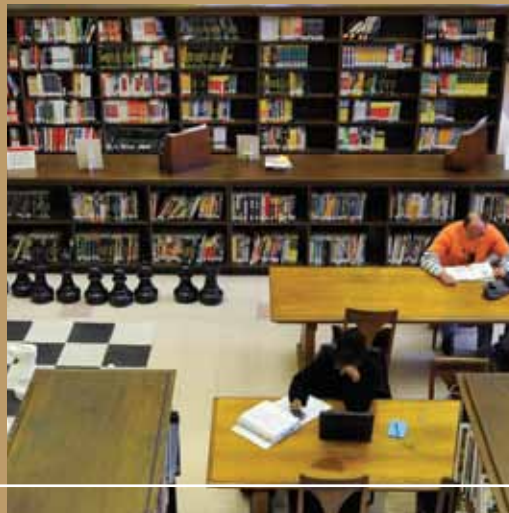
GPO staff	1,740
FY 2017 revenues	\$874,297,000
FY 2017 appropriations	\$117,068,000

<i>Congressional Record</i> pages produced	45,360,056
<i>Federal Register</i> pages produced	150,715,523

Revenues from procured printing	\$339,601,000
Jobs procured nationwide	82,750
Contractors on GPO's master contractor list	10,353
Regional procurement offices nationwide	15

Passports produced	22,509,100
Secure credentials produced	3,970,862



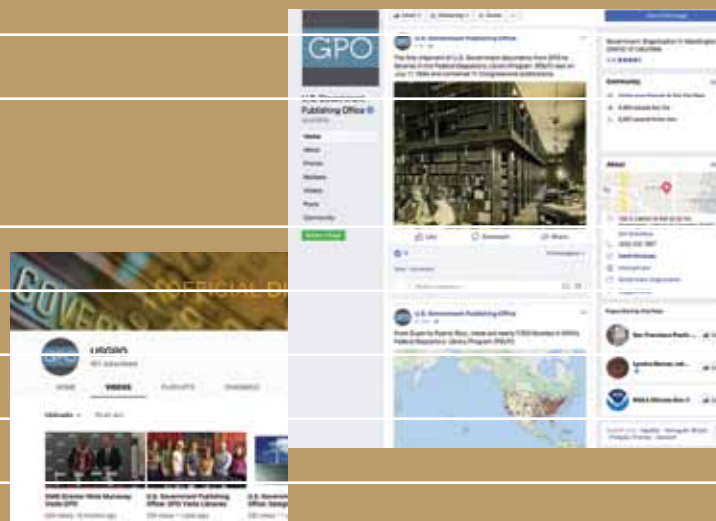


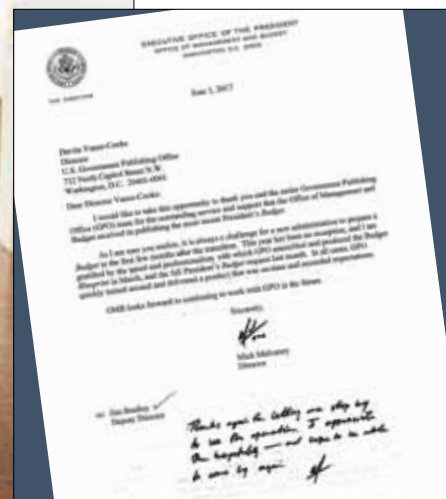
Titles available on FDsys	2,200,000
Document retrievals from FDsys	540,000,000

Depository libraries nationwide	1,143
Searches of the digital <i>Catalog of Government Publications</i>	33,169,429
Links to digital-only Government documents created	10,850
Tangible titles distributed to depository libraries	4,195
Tangible copies distributed to depository libraries	921,828
Titles cataloged	21,825

Publications sold	280,470
Subscriptions sold	174,126
Titles available	5,163
Titles in eBook format	433

Likes on Facebook	8,895
Followers on Twitter	8,399
Views of GPO Videos on YouTube	192,000
Posts on Instagram	1,308
Followers on LinkedIn	3,265





In May, OMB Director Mick Mulvaney toured the plant with Director Davita Vance-Cooks, Deputy Director Jim Bradley, Managing Director of Plant Operations John Crawford, and Deputy Managing Director of Plant Operations Greg Estep.

GPO and Federal Agencies

Federal agencies are major generators of information in the United States, and GPO produces their information products for official use and public access. Federal agencies and the public also rely on a growing variety of secure credentials that we produce, including travelers holding U.S. passports, members of the public who cross our borders frequently, and other users. Our digital systems support key Federal agency publications, including the annual *Budget of the U.S. Government* and, most importantly, the *Federal Register* and associated products. As it does for congressional documents, our digital authentication system, supported by public key infrastructure (PKI), assures the digital security of agency documents.

Highlights of FY 2017 Agency Operations

From 2012-2017, we made the annual *Budget of the U.S. Government* available as a mobile app. With GPO's **govinfo** system, documents published via the system are now available across multiple platforms, including mobile access. The complete, authentic online version of the FY 2018 *Budget* was released on FDSys and **govinfo** and in print in May 2017. The digital version provides users with access to the text and images of the *Budget*, including the Budget Message of the President, information on the President's priorities, and budget overviews organized by agency, as well as summary tables and additional books of the *Budget*, including

the Analytical Perspectives, Appendix, and Historical Tables. Earlier, GPO produced *America First: A Budget Blueprint to Make America Great Again* for the Office of Management and Budget, an overview of the President's budget priorities for FY 2018.

One of GPO's major agency customers is the Office of the Federal Register (OFR), a unit of the National Archives and Records Administration (NARA), which produces the daily *Federal Register*. The *Federal Register* is the official daily publication for rules, proposed rules, and notices of Federal agencies and organizations, as well as executive orders and other Presidential documents. It is updated daily by 6 a.m. and is published Monday through Friday, except Federal holidays. The OFR is also responsible for related publications such as the *Code of Federal Regulations*, and other key information products like the *Daily Compilation of Presidential Documents* and the *Public Papers of the President*. We produce these publications in both digital and print formats.

Early in the fiscal year, we partnered with the OFR to make every issue of the *Federal Register* dating back to its inception in 1936 digitally available to the public. A total of 14,587 individual issues, containing more than two million pages, will be digitized. By the year's end, we had completed digitization of historical issues of the *Register* back to 1970, which are now available on FDSys and **govinfo**. GPO produced the first issue of the *Federal Register* on March 16, 1936. An executive order by President Franklin D. Roosevelt was the first document to be published in the *Register*.



In May, Sen. James Lankford, Chairman of the Senate's Subcommittee on Legislative Branch Appropriations, toured GPO with the Subcommittee's Majority Clerk Sarah Boliek. The tour was conducted by Director Vance-Cooks, Deputy Director Bradley, Production Manager Shelley Welcher, and Assistant Production Manager Abe Sussan. They stopped to discuss binding operations with Binding Division Manager Butch Wingo.

During the year, we completed the renovation of 17,000 square feet of space on the seventh floor of GPO's Building A, in collaboration with NARA, to house the OFR and the Office of Government Information Services (OGIS), and these staffs subsequently moved in. We also continued work, in collaboration with NARA, to renovate space in GPO's buildings to house NARA's congressional documents archive.

GPO produced the official photographs of President Donald J. Trump and Vice President Mike Pence. These photographs will be displayed in more than 1,600 Federal buildings managed by the General Services Administration (GSA), military installations, and other Federal facilities. GPO produced more than 65,000 photographs, which include four sizes: 8x10, 11x14, 20x24, and 16x20. As in previous administrations, GPO is also making these official photographs available for sale to the public.

During the year, GPO procured approximately 42.8 million *Medicare and You* handbooks in English and Spanish versions to be mailed to every beneficiary by the congressionally-mandated date of September 30, 2017. The contracts were valued at more than \$28 million and were awarded to four commercial printers: LSC, Bind-Rite, Gateway Press, and R.R. Donnelley. GPO supports the Department of Health and Human Services (HHS) with this annual project by providing personnel to conduct onsite production monitoring and by engaging with industry to identify possible solutions for cost reduction.

GPO procured another major contract for HHS in July 2017 for the printing of Medicare Enrollment Packages and new Medicare Card sets. The Medicare Access and CHIP Reauthorization Act (MACRA) of 2015 requires HHS to remove Social Security numbers (SSNs) from all Medicare cards by April 2019. A new Medicare Beneficiary Identifier (MBI) will replace the SSN-based Health Insurance Claim Number (HICN) on the new Medicare cards for Medicare transactions like billing, eligibility status, and claim status. An estimated volume of nearly 60 million new Medicare Cards will be printed and distributed to Medicare beneficiaries through this contract.

In April 2017, GPO established the Federal Publishing Council (FPC) to advise GPO on the latest publishing and printing trends. The Council is made up of Federal employees involved in all facets of the Federal printing and publishing community. The goals of the FPC include the development of recommendations to enhance the combined efforts of Federal organizations and GPO to provide the most efficient, effective, and economical publishing services possible; to propose new printing and publishing policy; to provide a forum for the exchange of ideas and the examination of mutual concerns among Federal printing and publishing representatives; and to foster knowledge-sharing opportunities and disseminate information relating to training, new technologies, and best practices in Federal publishing. In addition to tangible printed content, the Council will focus on digital publishing concepts, web content management,



Binding Division Production Supervisor Rob White oversees the completion of volumes of the *Code of Federal Regulations* while Printing Plant Workers Chuck Scites, Christina McGier, and Mike Seager offload the finished books.

and graphic design. The FPC replaces the Interagency Council on Printing and Publication Services, which was created in 1976.

In FY 2017, GPO again won several American Graphic Design Awards from *Graphic Design USA* magazine. GPO's Creative Services business unit offers Federal agencies a variety of design services, including publication design, branding and identity, exhibit graphics, video, multimedia, photography, and security design. For more than fifty years, *Graphic Design USA* has recognized the design work of professionals from design firms, ad agencies, Government agencies, corporations, non-profits, and students. Nearly 10,000 entries were submitted for this year's awards. GPO's award-winning projects were *Joint Strategic Plan on Intellectual Property Enforcement* for the Office of Management and Budget; *Mount Rainier Climbing Guides* for the National Park Service; a visitor brochure and pocket folder for the Naval History and Heritage Command; and the *2016 EPA Office of Research and Development Annual Report* for the Environmental Protection Agency.

Surveys of our Federal agency customers in recent years have consistently reported high rates of satisfaction with our products, services, and programs, the cost-effectiveness of GPO's services, and satisfaction with GPO's website and customer service. These results reflect the emphasis on a customer-centric approach throughout our procedures, policies, and activities.



Bookbinder Michael Brown inspects the pages of the State Department's 2017 *Report on Human Trafficking* before completing the product for delivery.

Partnership with Industry Other than congressional and inherently governmental work such as the *Federal Register*, the *Budget*, and security and intelligent documents, we produce virtually all other Federal agency information products via contracts with the private sector printing and information product industry issued by our central office and regional GPO offices around the country. In 2017, this work was valued at approximately \$340 million, and represented about 82,750 orders. More than 10,000 individual firms are registered to do business with us, the vast majority of whom are small businesses averaging 20 employees per firm. Contracts are awarded on a purely competitive basis; there are no set-asides or preferences in contracting other than what is specified in law and regulation, including a requirement for Buy American.



In January GPO released the 2016 edition of the *GPO Style Manual*, the first revision since 2008 and the first to be issued under GPO's new name. Since 1894, the *GPO Style Manual* has served as a guide to the style and form of Federal Government printing and publishing. The *Manual* has come to be widely recognized by writers and editors both within and outside the Federal Government as an important editorial tool.

This partnership provides significant economic opportunity for the private sector. We have long advocated that where Federal agency printing is required, this partnership is the most cost-effective way of producing it. In 2013, the Government Accountability Office conducted a study at the request of the Joint Committee on Printing that identified approximately 80 Federal printing plants still in operation government-wide (<https://www.gao.gov/assets/660/655936.pdf>). GPO takes the position that significant additional savings for taxpayers could occur if the work these plants are producing is transferred to GPO for production through our partnership with the private sector printing and information product industry. In addition, the work produced through this partnership can be efficiently and effectively captured for inclusion in GPO's Federal Depository Library Program (FDLP), thereby improving public access to Government information through the reduction of fugitive documents from the program.

Security and Intelligent Documents For nearly a century, GPO has been responsible for producing the U.S. passport for the Department of State (DOS). At one time no more than a conventionally printed document, the U.S. passport since 2005 has incorporated a digital chip and antenna array capable of carrying biometric identification data. With other security printing features, this document — which we produce in Washington, DC, as well as at a secure remote facility in Mississippi — is now the most secure identification credential obtainable. In 2017, GPO produced 22.5 million passports, an increase of more than 11% from the year before. Over the past decade GPO has produced more than 150.5 million passports for DOS. Throughout 2017, we continued with facility changes and equipment installation and testing in support of the planned Next Generation Passport.

Early in the year, GPO's passport production facility in Washington, DC, achieved the ISO 9001:2015 certification by meeting new standards and demonstrating a longstanding practice of consistency. ISO is the International Organization for Standardization and the world's largest developer of international standards used by Government, business and new information technology companies and agencies. More than one million companies and organizations in 170 countries are ISO 9001-certified. This standard is attained by demonstrating a number of quality management principles including a strong customer focus, the motivation and cooperation of top management, the process approach, and continual improvement. Using ISO 9001:2015 helps ensure that customers consistently get high quality products and services.

Since 2008, we have also served as an integrator of secure identification smart cards to support the credentialing requirements of Federal agencies and other Government entities. We have been certified by the General Services Administration (GSA) to graphically personalize Homeland Security Presidential Directive 12 (HSPD-12) cards for Federal agencies. GSA certified that we comply with Federal Information Processing Standard 201, which sets requirements to ensure that identification cards are secure and resistant to fraud.

To date, we have produced more than 16.9 million secure credential cards across 11 different product lines. Among them are the Trusted Traveler Program's (TTP) family of border crossing cards — NEXUS, SENTRI, FAST, and Global Entry — for the Department of Homeland Security (DHS), which are used by frequent travelers across U.S. borders. Another card produced for DHS is the Transportation Worker Identity Card (TWIC). We produce a Border Crossing Card (BCC) that is issued by the DOS for authorized travel across the Mexican border. We also produce secure law enforcement credentials for the U.S. Capitol Police that are used in Presidential inaugurations.



GPO's Security and Intelligent Documents business unit produces a variety of secure credentials for Federal agencies, including border crossing cards for the Departments of Homeland Security and State that expedite safe and secure transit for frequent travelers.



Superintendent of Documents Laurie Hall (second from left) and Library Services staff members Fang Gao, Kristina Bobe, and David Walls attended the American Library Association's Midwinter Meeting in Atlanta, GA in January. While there, Hall updated the library community about current GPO initiatives.



GPO and Open, Transparent Government

Producing and distributing the official publications and information products of the Government fulfills an informing role originally envisioned by the Founders, as James Madison once said:

"A popular Government without popular information, or the means of acquiring it, is but a Prologue to a Farce or a Tragedy, or perhaps both. Knowledge will forever govern ignorance, and a people who mean to be their own Governors, must arm themselves with the power which knowledge gives."

GPO operates a variety of programs that provide the public with "the means of acquiring" Government information that Madison spoke of. These programs include the Federal Depository Library program (FDLP), FDSys and **govinfo**, Publications Information Sales, Reimbursable Distribution, and Social Media.

Federal Depository Library Program The FDLP has legislative antecedents that date to 1813 (3 Stat. 140), when Congress first authorized congressional documents to be deposited at the American Antiquarian Society in Worcester, MA, for the use of the public. Since then, Federal depository libraries have served as critical links between "We the People" and the information made available by the Federal Government. GPO provides the libraries with information products in digital and, in some cases, tangible formats, and

the libraries in turn make them available to the public at no charge while providing additional assistance to depository library users.

The FDLP today serves millions of Americans through a network of 1,143 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district. Print and some microfiche products remain important depository library resources today, particularly in regional depository library collections nationwide, while the Program has expanded significantly over the past 25 years to incorporate digital information products, and today is supported by FDSys and **govinfo** along with other digital resources. The growing reliance on digital content underscored the first digital-only Federal depository library designation in 2014. In FY 2017, one new Federal depository library entered the program as digital-only, while eight existing depository libraries converted to all-digital status.

During the year, the FDLP distributed more than 921,800 copies of 4,200 titles to depository libraries nationwide, and created nearly 11,000 Permanent Uniform Resource Locator files (PURLs) for digital titles. GPO's Library Services and Content Management staff cataloged a total of 21,800 titles and checked in more than 34,300 serial issues. GPO's digital *Catalog of Government Publications* (CGP) experienced nearly 33.2 million searches, while staff resolved more than 3,600 askGPO inquiries.

To support continued public access to key print documents in depository library collections nationwide, GPO established the Preservation Steward program in



Dr. Carla Hayden, the Librarian of Congress, drew a large crowd for her keynote address before the 2017 annual conference of GPO's Federal Depository Library Program. Afterwards, Director Vance-Cooks presented her with a token of appreciation.



Attendees packed the conference ballroom to listen to the speakers and ask questions.

2016 to support continued public access to historic U.S. Government documents in print format. Since then, GPO has signed 16 Preservation Steward agreements (10 in FY 2017 alone), involving the libraries at the University of Colorado and at its Law School, the University of Kentucky, the University of Hawai'i at Manoa, the Ohio State Library, the University of Iowa, the University of Arkansas, the University of Florida, the Connecticut State Library, the University of North Carolina, the University of Notre Dame Law School, the Indiana State Library, the U.S. Merchant Marine Academy, the San Bernardino County Law Library, the University of Maine, and the University of South Carolina. Preservation Stewards contribute significantly to the effort to preserve printed documents and GPO welcomes all Federal depository libraries that wish to participate as Preservation Stewards.

Through GPO's partnerships with depository libraries nationwide, free public access to Government information was enhanced during FY 2017. We completed the cataloging of print and electronic versions of the *United States Geological Survey Bulletin* through a partnership with the University of Colorado and the Colorado School of Mines. More than 5,100 bibliographic records were added to the *Catalog of U.S. Government Publications* (CGP) as a result of these partnerships. We began adding bibliographic records for the print versions of the *Bureau of Mines Report of Investigations* through a partnership with the University of Colorado. Nearly 1,100 records were added to the CGP as a result of this partnership.

We also began adding bibliographic records for the electronic versions of the *USGS Professional Papers* through a partnership with the Colorado School of Mines. More than 800 records were added to the CGP as a result of this partnership. In addition, we continued to work on adding bibliographic records from the University of Montana for 12 Superintendent of Documents classes, as well as to process new material available on FRASER, a partnership with the Federal Reserve Bank of St. Louis.

Throughout the year, GPO collaborated with a variety of entities in support of the FDLP and our Cataloging and Indexing Program responsibilities. For example, through our partnership in the Civics Renewal Network (CRN), a consortium of organizations committed to strengthening civic life in the U.S. by increasing the quality of civics education in our Nation's schools, GPO makes available, through the CRN website, K-12 resources that support civics education. The resources are for free use by teachers, students, and parents and can be found by searching subjects, grades, resource type, standards, and teaching strategy.

We continued our partnership in the Technical Report Archive and Image Library (TRAIL). GPO and TRAIL members work together to ensure that Federal technical reports are openly accessible, and participating GPO staff members offer expertise in cataloging and other areas and participate in the exchange of information about U.S. Government scientific and technical information. The Digital Public Library of America (DPLA) and GPO continued their collaboration to broaden public access to the



Superintendent of Documents Hall signed the official agreement for the first-ever Preservation Steward Library, The University of Colorado at Boulder's Norlin Library.

information made available via the CGP. Through this partnership, more than 180,600 records from the CGP are available to the public through the DPLA website. These records include the *U.S. Budget*, laws, Federal regulations, and congressional hearings, reports, and documents.

GPO continues to be heavily involved in cooperative cataloging and metadata activities with members of the library community. GPO is an active participant in all components of the Program for Cooperative Cataloging (PCC), which is managed by the Library of Congress, including BIBCO (Bibliographic Record Cooperative), CONSER (Cooperative Online Serials), NACO (Name Authority Cooperative), and SACO (Subject Authority Cooperative).

In addition, GPO is part of the Electronic Cataloging in Publication Program (ECIP). ECIP provides cataloging records for books in advance of publication. The publisher then includes the record on the verso of the publication's title page. Through the ECIP Program, GPO is creating pre-publication bibliographic records for publications from Federal agency publishers. Since joining ECIP in 2015, GPO has created over 60 ECIP records, including ECIP records for GPO, the Combat Studies Institute, the Air Force Research Institute, the Smithsonian Institution Scholarly Press, USGS, and the National Gallery of Art. GPO has been a member of OCLC since 1976 and contributes bibliographic records for U.S. Government information to the international database daily.

Training and educational opportunities provided to depository librarians nationwide remain a popular feature of the FDLP. The FDLP Academy was launched

by GPO in FY 2014 to support the FDLP community's education and training needs and to advance Federal Government information literacy. The FDLP Academy enhances Federal Government information knowledge through events and conferences coordinated by GPO and webinars and webcasts on a variety of Government information topics. Many sessions are presented by GPO staff, while others are presented by staff from other Federal agencies and from members of the FDLP community, as recruited and hosted by GPO.

During the year, GPO presented 117 educational sessions and events, including 11 virtual meetings and 88 webinars, with 10,412 combined registrants. GPO also inaugurated a new FDLP Coordinator Certificate Program that gives FDLP coordinators in depository libraries nationwide an opportunity to take in-depth virtual classes on managing depository collections with a focus on compliance with the *Legal Requirements & Program Regulations of the Federal Depository Library Program*. It brings together GPO and depository libraries in a new way to strengthen and improve the FDLP. More than 500 librarians from across the country participated in the 2016 Depository Library Council Meeting and Federal Depository Library Conference. This annual event, hosted by LSCM, was held at the Doubletree by Hilton Hotel in Arlington, Virginia, from October 17 – 19, 2016.

A signal feature of Director Vance-Cooks' administration was a program of visits by GPO LSCM staff and GPO senior management to depository libraries nationwide. Beginning in FY 2016 and continuing to the present, these visits provide opportunities for consultation, training, and support. The visits have been influential in strengthening the ties between GPO and its partner libraries and in helping GPO identify current trends and issues in libraries and respond with improved outreach and services. GPO staff at all levels have participated in this initiative and are now implementing targeted follow-up projects to benefit the FDLP and its participants. Nearly 450 depository libraries have been visited over the past 2 years.

Oversight hearings on GPO conducted by the Committee on House Administration during FY 2017 included a focus on the statutory provisions of Title 44 of the U.S. Code that govern the FDLP. Director Vance-Cooks proposed that these should be revised to allow GPO to administer the FDLP and other public information programs of the Superintendent of Documents effectively in the digital age and provide flexibility for the libraries to continue to participate and best serve their communities. Such changes should support the vision conveyed in GPO's National Plan for Access to U.S. Government Information: "To provide



Director Vance-Cooks made it an objective for GPO to visit Federal depository libraries around the Nation to demonstrate the agency's support for the FDLP and discuss library trends and issues. On one of those trips, GPO's Chief Administrative Officer Herb Jackson visited the Henry Thomas Sampson Library at Jackson State University in Jackson, MS, where he met with Jama Lumumba, Assistant Director, University Library and Depository Coordinator; Bernice Sherwood, Librarian and Executive Assistant to the Dean; and Dr. Melissa Druckery, Dean of the University Library.

Government information when and where it is needed" to ensure the public has effective, equitable, and convenient access to Government information in the form and formats they need.

In support of this objective, Vance-Cooks asked the members of the Depository Library Council to contribute suggestions for reform, which were incorporated into GPO's proposals for statutory changes that were then transmitted to the Committee. Legislation was under development by the Committee by the end of the year.

Federal Digital System (FDsys) We have been providing access to digital congressional and Federal agency documents since 1994 under the provisions of P.L. 103-40, beginning with a site known as *GPO Access*. Fifteen years later, *GPO Access* was retired and a significantly re-engineered site debuted as GPO's Federal Digital System. FDsys provides the majority of congressional and Federal agency content to the FDLP as well as other online users.

Online access to Federal documents made available by GPO has reduced the cost of providing public access to Government information significantly when compared with print, while expanding public access dramatically through the internet. In FY 2017, FDsys grew to make more than 2.2 million titles from the legislative, executive, and judicial branches available online from our servers and through links to other agencies and institutions. The system averaged 45 million retrievals per month.

We have continually added collections to FDsys to provide increased public access to Government information. In 2017, new collections added included most of the digitized issues of the permanent edition of the *Congressional Record*, with the balance added during the first quarter of FY 2018. Historic issues of the *Federal Register* began to be added in 2017 and will continue to be added in FY 2018. The first eBook, *Women in Congress 1917-2017*, the 31st edition of the *GPO Style Manual*, the CFR Index and Finding Aids, the 2016 *United States Government Policy and Supporting Positions* (The Plum Book), and numerous publications in support of the FDLP were also added in FY 2017.

Govinfo In early 2016, GPO unveiled the next generation of our public access system with the introduction of **govinfo**. Rolled out initially in beta, **govinfo** improves upon FDsys with a modern, easy-to-use look and feel that syncs with the need of today's Government information users for quick and effective digital access across a variety of platforms, including mobile devices. A unique feature is the system's ability to link together documents related to a specific inquiry, from the introduction through passage of legislation to the issuance of any implementing regulations. Following a period of testing and iteratively developing the system's features, **govinfo** was moved out of beta in late 2017 and will become GPO's primary public access system — the third such system since we inaugurated online access in 1994 — following the retirement of FDsys from active service later in 2018.

During the year, GPO continued with the process to seek certification as a Trustworthy Digital Repository in compliance with the International Organization for Standardization (ISO 16363) by issuing a Request for Proposal for the audit service to support this process in the final quarter of FY 2017 and awarding a contract during the first quarter of FY 2018. This certification will validate that GPO's content management system, its infrastructure, and its supporting organization are reliable and sustainable, in order to ensure the highest level of service now and into the future.



Introduced in 2016, GPO's **govinfo** digital information service moved out of beta in 2017 and will fully replace GPO's FDsys at the end of 2018. Along with a variety of other innovative features, **govinfo** provides users with free public access to more than 2.2 million titles across a variety of platforms, including mobile devices.

GPO has continued to invest in the IT infrastructure supporting GPO's digital information system. This includes bandwidth, storage, and servers needed for Production, COOP, Test, and Development environments.

GPO Achieves Savings in Information Dissemination In 1995, the first full year of our online operations, the cost of producing and distributing millions of copies of printed publications to Federal depository libraries nationwide was funded at \$17.6 million, the equivalent today of \$27.9 million in constant dollars. For FY 2017, we funded this function at \$8.5 million, a reduction of more than 69% in constant dollar terms. Along with appropriations to GPO's Business Operations Revolving Fund, we have used the savings from reduced printing and distribution costs to pay for the establishment and operation of our digital information dissemination operations, achieving additional savings for the taxpayers and vastly expanding public access to Government information.

Number of Titles Available Online through GPO (Includes titles on GPO servers and titles linked from GPO) FY 2000-2017

Year	Number of Titles
FY 2000	193,000
FY 2005	301,600
FY 2010	441,700
FY 2016	1,600,000
FY 2017	2,200,000



The information made available on **govinfo** is supplemented by new products emerging from GPO's work with the Legislative Branch Bulk Data Task Force, which includes members from GPO, the office of the Clerk of the House and the Secretary of the Senate, the Library of Congress, and other congressional offices. FDsys/**govinfo** Program Manager Lisa LaPlant is a key member of the group, and regularly updates the Task Force on GPO's digital projects and initiatives.

Publication and Information Sales Program

Along with the FDLP and our online dissemination system, which are no-fee public access programs, GPO provides access to official Federal information through public sales featuring secure ordering through an online bookstore (bookstore.gpo.gov), a bookstore at GPO headquarters in Washington, DC, and partnerships with the private sector that offer Federal publications as eBooks. As a one-stop shop for eBook design, conversion, and dissemination, our presence in the eBook market continues to grow. We now have agreements with Apple iTunes, Google Play, Barnes & Noble, OverDrive, Zinio, EBSCO, ProQuest, and other online vendors to make popular Government titles such as *Your Guide to Breastfeeding*, *My Future, My Way – First Steps Towards College*, and *Dietary Guidelines for Americans* available as eBooks. We also offer a print-on-demand service for sales titles through Amazon and others, which enables us to offer more titles and avoid the expense of additional warehousing.

Reimbursable Distribution Program

We operate distribution programs for the information products of other Federal agencies on a reimbursable basis, including the General Services Administration (GSA) and the Federal Trade Commission (FTC), from our fulfillment facilities in Pueblo, CO, and Laurel, MD. This program saves money for participating agencies by permitting them to take advantage of GPO's centralized capabilities and economies of scale and contributes significantly to GPO's bottom line. The program generated a total of \$9.2 million in revenue during FY 2017. The program is now providing distribution



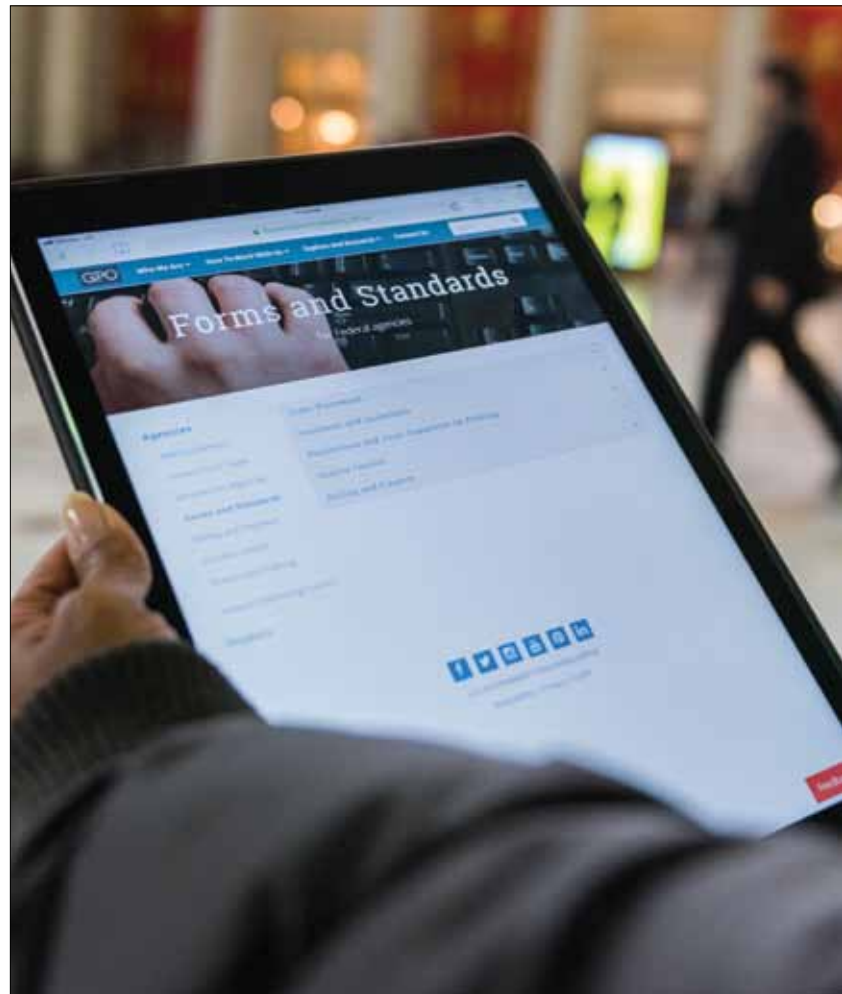
GPO's Chief of Publications and Information Sales Jeff Turner spoke in April at the Digital Summit in Washington, DC, about the changing world of publishing and the services GPO offers to Federal agencies. More than 1,500 representatives from Federal, state, and local governments attended the event.

services, bulk storage, and a web-based order module out of the Laurel facility for two Department of Agriculture publications, *Team Nutrition* and *Supplemental Nutrition Assistance Program*, distributing more than 12 million copies since the program began in August 2015. The Laurel facility is also now providing bulk storage and distribution services for Department of Justice publications. At our Pueblo facility, we provide web-based order modules for five Federal agencies including the Department of Defense and the Consumer Financial Protection Bureau, and provide printing, distribution, bulk storage, and call center services for the Department of Education and the California National Guard, distributing more than 58 million copies since these programs began.

GPO and Social Media We use Facebook, Twitter, YouTube, Instagram, LinkedIn, Pinterest, and a blog to share information about GPO news and events and to promote specific publications and products. By the end of 2017, we had 8,895 likes on Facebook, 8,399 followers on Twitter, and 192,000 views across 78 videos on YouTube. On Pinterest, we had 809

followers pinning on 20 boards of Federal Government information. We also had 688 followers with 1,308 posts on Instagram and 3,265 followers on LinkedIn. Our blog, Government Book Talk, focuses on increasing the awareness of new and classic Federal publications through reviews and discussions.

In 2017, we released our gpo.gov 2.0 project in beta, following a major redesign of the agency's public-facing website that improves digital interaction with our customers and the public. The new site utilizes modern user-centric design and navigation to more effectively communicate GPO's brand identity and service offerings. It is also mobile friendly and search engine-optimized to increase user engagement in support of GPO's strategic goals of satisfying our stakeholders and offering new products and services. The site moved out of beta in the first quarter of FY 2018.



GPO's agency website, gpo.gov, underwent a major redesign and retooling that was released in beta in 2017. The new site is easier to use, mobile-friendly, and better communicates GPO's brand identity and service offerings to users.

GPO Finances

Business Operations Revolving Fund All GPO activities are financed through our Business Operations Revolving Fund, established by section 309 of Title 44, U.S.C. This business-like fund is used to pay all of our costs in performing congressional and agency publishing, information product procurement, and publications dissemination activities. It is reimbursed from payments from customer agencies, sales to the public, and transfers from our two annual appropriations: the Congressional Publishing Appropriation and the Public Information Programs of the Superintendent of Documents Appropriation.

The Business Operations Revolving Fund functions

as GPO's checking account with the U.S. Treasury. We pay our expenses from this account either with electronic transfer or check. The fund is reimbursed when the Treasury Department transfers money from agency appropriations accounts to the fund when agencies pay our invoices. This procedure also applies to the payment of transfers from the Congressional Publishing and Public Information Programs appropriations, and to deposits of funds collected from sales to the public.

GPO maintains a cash balance in the Business Operations

Revolving Fund that is used to pay all expenses. The cash balance fluctuates daily as payments are received from agency reimbursements, customer payments, and transfers from GPO appropriations.

Retained Earnings Under GPO's system of accrual accounting, annual earnings generated since the inception of the Business Operations Revolving Fund have been accumulated as retained earnings. Retained earnings make it possible for us to fund a significant amount of technology modernization. Appropriations for essential investments in technology and plant upgrades are requested when necessary.

Appropriated Funds GPO's Congressional Publishing Appropriation is used to reimburse the Business Operations Revolving Fund for the costs of publishing the documents required for the use of Congress in digital and tangible formats, as authorized by the provisions of chapters 7 and 9 of Title 44, U.S.C. The Public Information Programs of the Superintendent of Documents Appropriation is used to pay for the costs associated with providing online access to, and the distribution of, publications to Federal depository libraries, cataloging and indexing, statutory distribution, and international exchange distribution. The reimbursements from these appropriations are included in the Business Operations Revolving Fund as revenue for work performed.

Unlike most appropriations to other Federal agencies, these two appropriations are for work that GPO itself does not control. The Congressional Publishing Appropriation in effect is an appropriation by Congress to cover the costs of its publishing activities. The appropriation is made to GPO to relieve Congress of the burden of maintaining detailed accounting records for all publishing work ordered from GPO both by law and by other congressional requisitions, as well as the responsibility for estimating the anticipated volume of congressional publishing that is used as the basis for the appropriation.

Congress plays a major role in controlling the rate of spending of the Congressional Publishing Appropriation. GPO can transfer funds from the appropriation to the Business Operations Revolving Fund only when it performs congressional publishing work. The appropriation is not available for expenditure for any purposes other than this work. While GPO does its best to estimate the volume of congressional publishing in any given year, that volume can change due to circumstances beyond GPO's control. GPO affects the rate of spending under this appropriation by ensuring the efficiency of its operations.

If congressional requisitions fall short of GPO's estimate, there will be a balance remaining in the Congressional Publishing Appropriation at the end of the year. Under the language of GPO's appropriations legislation, such balances are eligible for transfer to the Business Operations Revolving Fund, where they can be used only for the purposes for which they were originally appropriated, with the approval of the House and Senate appropriations committees. If Congress's requirements exceed GPO's estimate, GPO will continue to fulfill them, and Congress will in effect spend more than it appropriated. As a result, there will be a shortfall in the appropriation for which GPO would need additional funding in a subsequent year. The shortfall would be paid out of available money — retained



GPO concluded Women's History Month in 2017 with the publication of a new eBook, "Women in Congress 1917-2017," prepared by the House of Representatives.



In May, GPO's Assistant Production Manager Abe Sussan showed a crew from NPR's Marketplace the production of the *Federal Register*.

earnings — in the Business Operations Revolving Fund that otherwise would be available for investment in new plant and equipment. When shortfalls occur, Congress subsequently repays GPO for the excess cost of its printing to restore money to the Business Operations Revolving Fund.

Like the Congressional Publishing Appropriation, the Public Information Programs Appropriation is available only for specific programs: online access and distribution to Federal depository libraries, cataloging and indexing, statutory distribution, and international exchange. The publishing activities of the Government determine the workload handled by these programs, not GPO. However, GPO affects the level of funding by ensuring the efficiency of its information dissemination operations. Like the Congressional Publishing Appropriation, any unobligated balances remaining in this account may be transferred to the Business Operations Revolving Fund, where they can be used only for the purposes for which they were originally appropriated, with the approval of the House and Senate appropriations committees.

GPO is accountable for its finances. Each year, GPO's finances and financial controls are audited by an independent outside audit firm working under contract with GPO's Office of Inspector General. For FY 2017, the audit concluded with GPO earning an unmodified, or clean, opinion on its finances, the 21st consecutive year GPO has earned such an audit result.

FY 2017 Financial Results Revenue totaled \$874.3 million and resulted in a net income of \$58.9 million. Included in both GPO's revenue and net income is approximately \$14.8 million in funds set aside for passport-related capital investments, as agreed to by GPO and the Department of State, and \$5.8 million in funds resulting from a downward adjustment to GPO's long-term workers' compensation liability under the Federal Employees Compensation Act (FECA). Apart from these funds, GPO's net operating income from FY 2017 was \$38.3 million.

Funds appropriated directly by Congress provided nearly \$114.5 million (including funds from the Congressional Publishing and Public Information Programs appropriations, along with appropriations to the Business Operations Revolving Fund), or about 13.1% of total revenue. All other GPO activities, including in-plant publishing (which includes the production of passports), procured work, sales of publications, agency distribution services, and all administrative support functions, were financed through the Business Operations Revolving Fund by revenues generated by payments from agencies and sales to the public.

The largest single component of GPO's annual expenses is publishing work procured from the private sector. In FY 2017, the cost of this work totaled \$307.4 million, or about 37.4% of total expenses. The second largest component was personnel compensation and benefits. These totaled \$216.8 million, or about 26.4% of all expenses.



GPO's Special Events Coordinator BethAnn Telford puts the finishing touches on the Christmas tree for the agency's annual gathering of employees, customers, and friends.

U.S. GOVERNMENT PUBLISHING OFFICE

Financial Statements

The following summary tables are excerpts from the full audited consolidated financial statements and are not intended to substitute for the full audited financial statements presented at https://www.gpo.gov/docs/default-source/congressional-relations-pdf-files/annual-reports/2017_annualreport.pdf.

For FY 2017 (October 1, 2016 - September 30, 2017), GPO received an unmodified opinion (clean audit opinion) on its consolidated financial statements.

GPO achieved positive financial results before other operating expenses and Passport Capital Projects Reserve. Net income was \$58.9 million in FY 2017 compared with net income of \$71.2 million in FY 2016.

GPO's FY 2017 operating income included \$14.8 million in reserved funds for planned capital investments for increasing production capacity for the next generation U.S. passport, as agreed upon between the Department of State and GPO. Similar type funds totaled \$24.7 million for FY 2016. In both years, this resulted in revenues without corresponding expenses in the income statements. The expenses associated with these revenues will be reflected in future financial statements as these capital projects are completed and put into use.

Other operating expenses in FY 2017 included a long-term adjustment of \$5.8 million to reflect a reduction to the GPO's future workers' compensation liability. This adjustment is required to accurately record the actuarially determined liability at September 30, 2017. After adjusting for these two unique transactions, in FY 2017 GPO had a net income after capital projects reserve and workers' compensation liability adjustment of \$38.3 million compared with \$46.1 million in FY 2016.

Summary of Net Income (in thousands)	2017	2016
Net Income	\$ 58,876	\$ 71,197
Less Passport Capital Projects Reserve	(14,783)	(24,700)
Decrease in Workers' Compensation Liability	(5,798)	(365)
Net Income After Capital Projects Reserve and Workers' Compensation Liability Adjustment	\$ 38,295	\$ 46,132

In FY 2017 operating revenues remained constant, whereas operating expenses increased compared to FY 2016. Operating revenues were \$874.3 million in FY 2017 and \$875.3 million in FY 2016. Operating expenses increased \$16.8 million or 2.1 percent (to \$821.2 million from \$804.4 million). The increase in operating expenses was primarily due to increases in personnel compensation and benefits, travel, transportation, postage expenses as well as supplies and materials, partially offset by a decrease in printing and reproduction expenses.

GPO's fund balance with Treasury increased by \$32 million, from \$553.9 million at the end of FY 2016 to \$585.9 million at the end of FY 2017. Cash provided by operations increased by \$68.1 million during the fiscal year, primarily due to positive operating results. GPO invested \$38.2 million for capital items in FY 2017 and \$38.3 million in FY 2016.

Summary Statement of Cash Flows (in thousands)	2017	2016
Cash flows from Operating Activities		
Net Income	\$ 58,876	\$ 71,197
Provided by (used in) operating activities		
Depreciation and other	23,816	21,722
(Increase) decrease in assets	(10,303)	(7,823)
Increase (decrease) in liabilities	1,472	14,614
Increase (decrease) in workers' compensation liability	(5,798)	(365)
Total adjustments	9,187	28,148
Net cash provided by (used in) operating activities	68,063	99,345
Cash flows used in (provided by) investing activities	(38,151)	(38,286)
Cash flows provided by (used in) financing activities	2,086	(1,820)
Net increase (decrease) in cash balance	\$ 31,998	\$ 59,239

GPO's Balance Sheet strengthened in FY 2017 as a result of the operating performance. Working capital increased by \$33.2 million, to \$492 million in FY 2017 from \$458.8 million in FY 2016. Total current assets increased by \$42.3 million, to \$771.9 million in FY 2017 from \$729.6 million in FY 2016.

Total assets grew by \$56.6 million to \$945.6 million in FY 2017 from \$889.0 million in FY 2016. Fund balance with Treasury increased to \$585.9 million in FY 2017 from \$553.9 million in FY 2016 primarily due to income from agency operations.

GPO ended FY 2017 with an increase in retained earnings of \$58.9 million to \$389.3 million, compared with \$330.4 million at the end of fiscal FY 2016.

GPO ended FY 2016 with an increase in retained earnings of \$71.2 million to \$330.4 million, compared with \$259.2 million at the end of fiscal FY 2015.

Summary Balance Sheets (in thousands)

2017

2016

Assets

Current Assets

Fund balance with Treasury	\$ 585,883	\$ 553,885
Accounts receivable, net	132,930	135,280
Inventory, net	52,984	40,347
Prepaid expenses	101	85
Total current assets	771,898	729,595

General property, plant and equipment, net

173,725 159,390

Total Assets

\$ 945,623 \$ 888,987

Liabilities and Net Position

Current Liabilities

Accounts payable and accrued expenses	\$ 115,749	\$ 123,257
Deferred revenues	147,805	139,058
Accrued annual leave	8,716	8,483
Workers' compensation	7,673	
Total current liabilities	279,943	270,798

Noncurrent Liabilities

Workers' compensation liability	48,536	62,007
Total Liabilities	328,479	332,805

Net position

Cumulative results of operations

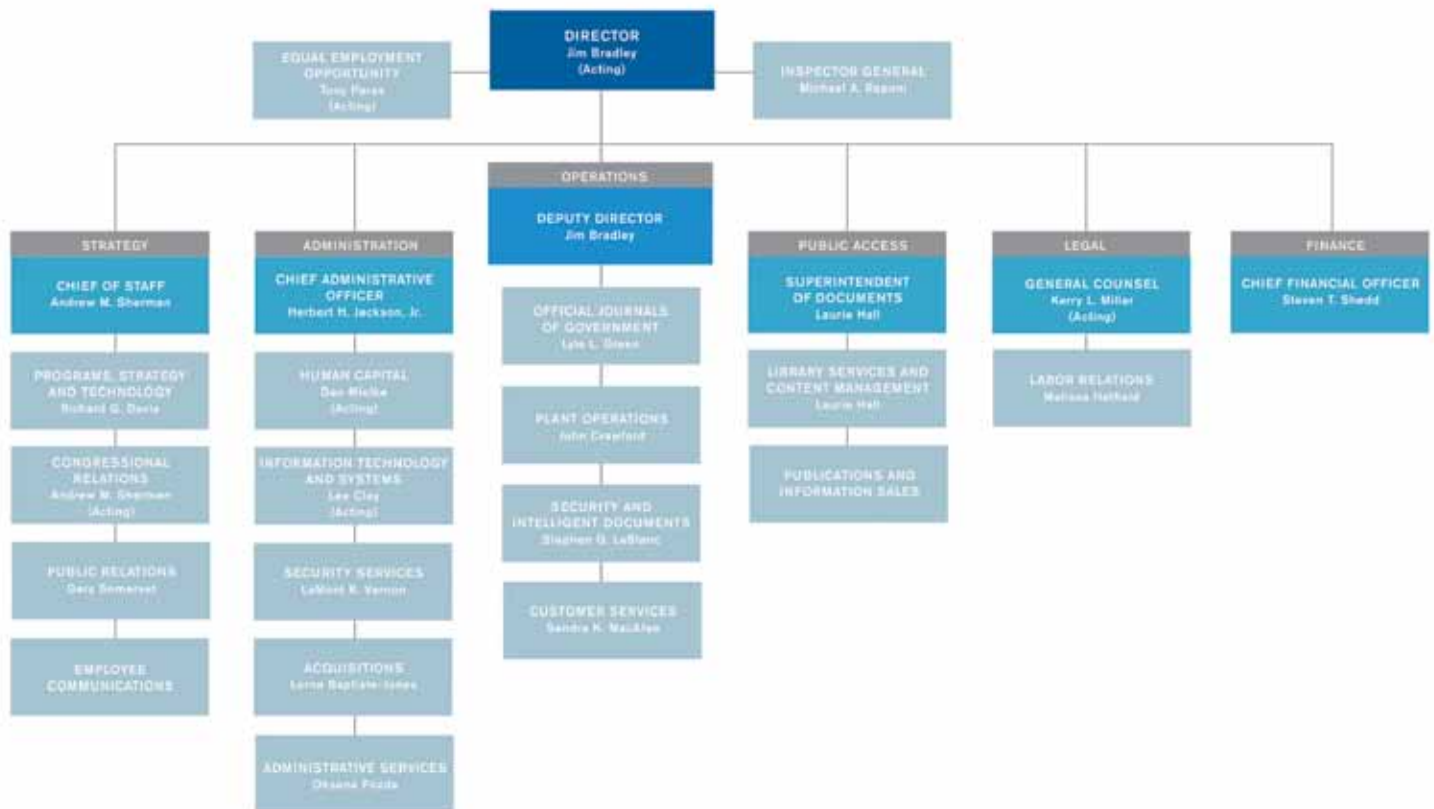
Retained earnings	389,265	330,389
Invested capital	92,879	92,879
Unexpended appropriations	135,000	132,914
Total Net Position	617,144	556,182

Total Liabilities and Total Net Position

\$ 945,623 \$ 888,987

U.S. GOVERNMENT PUBLISHING OFFICE

Organizational Chart (as of January 1, 2018)





U.S. GOVERNMENT PUBLISHING OFFICE

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